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MONITORING OF THE IMPLEMENTATION OF THE GLOBAL PROGRAMME OF ACTION AND OF THE IMPLEMENTATION AND DEVELOPMENT OF THE UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG ABUSE CONTROL

Interim report of the Secretary-General on the implementation by Member States of the Global Programme of Action adopted by the General Assembly at its seventeenth special session

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INTRODUCTION

1. The General Assembly, at its seventeenth special session, adopted a Political Declaration and a Global Programme of Action on international cooperation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances (General Assembly resolution S-17/2 of 23 February 1990). The Global Programme of Action sets out a compreprehensive catalogue of measures and activities to be undertaken by States and the United Nations entities collectively and simultaneously in the fight against all aspects of drug abuse and illicit traffic. The United Nations Decade against Drug Abuse, covering the years 1991-2000, is to be devoted to effective and sustained action to promote the implementation of the Global Programme of Action (see the Global Programme of Action, paragraph 29). The Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, 1/ adopted in 1987 by the International Conference on Drug Abuse and Illicit Trafficking, should be used as a basis for developing and translating into action, at the national, regional and international levels, balanced strategies that should include, in particular, specific aspects described in the substantive sections of the Global Programme of Action (see the Global Programme of Action, paragraph 8).

2. In paragraph 97 of the Global Programme of Action, it is stated that the Commission on Narcotic Drugs and the United Nations drug control bodies should continuously monitor progress on the implementation of the Global Programme of Action and that the Secretary-General should report annually to the General Assembly on all activities relating to the Global Programme of Action and the efforts of Governments.

3. In paragraph 93 of the Global Programme of Action, mention is made of the need to review and assess the United Nations structure for drug abuse control for the purpose of identifying alternative structural possibilities in order to enhance its efficiency. In its resolution 45/179 of 21 December 1990, the General Assembly requested the Secretary-General to create a single drug control programme to be called the United Nations International Drug Control Programme (UNDCP) and to integrate fully therein the structures and functions of the Division of Narcotic Drugs of the Secretariat, the secretariat of the International Narcotics Control Board (INCB) and the United Nations Fund for Drug Abuse Control. In its resolution 46/104 of 16 December 1991, the Assembly welcomed the establishment of UNDCP.

4. The General Assembly, in its resolution 46/102 of 16 December 1991, entitled "Implementation of the Global Programme of Action against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances", strengthened the terms of its resolution 45/148 of 18 December 1990, which had the same title. In those resolutions, the Assembly called upon States to take all possible steps to promote and implement the mandates contained in the Global Programme of Action and requested the Commission and UNDCP to promote and continuously monitor the progress on its implementation. Also in those resolutions, the Assembly requested the Secretary-General to report annually to it on all activities relating to the Global Programme of Action, including those of Governments.

5. The General Assembly, bearing in mind the commitment expressed by Member States in the Political Declaration to constantly review the activities set out in the Declaration and in the Global Programme of Action, adopted its resolution 47/99 of 16 December 1992, entitled "Examination of the status of

international cooperation against the illicit production, sale, demand, traffic and distribution of narcotics and psychotropic substances".

6. In paragraph 1 of resolution 47/99, the Assembly decided to hold four plenary meetings, at a high level, at its forty-eighth session, in order to examine urgently the status of international cooperation against the illicit production, sale, demand, traffic and distribution of narcotics and psychotropic substances, with a view to:

(a) Evaluating the implementation by Member States of the Global Programme of Action and making recommendations on improving cooperation in the field of drug abuse control, taking into account the priority given to this issue by the international community;

(b) Identifying those policies on which there has not been satisfactory progress in order to expand and increase the effectiveness of this cooperation, and to establish measurable goals and renew commitments.

7. In subparagraphs 1(c)-(g) of the same resolution, the Assembly elaborated on the key themes to be discussed at its high-level plenary meetings. They included promoting universal adherence to the international drug control treaties, particularly the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (E/CONF.82/15 and Corr.2); encouraging the adoption and implementation of legislative and administrative measures necessary to ensure that national judicial systems are compatible with the spirit and intent of the treaties and encouraging States that are not yet parties to provisionally apply the provisions of the treaties; encouraging the pursuit of trade liberalization measures which will enhance the trading opportunities of all countries affected by illicit drug production; considering ways to strengthen international cooperation in programmes of alternative rural development; and strengthening international cooperation to eradicate the growing links between terrorist groups and drug traffickers.

8. In paragraph 3 of its resolution 47/99, the General Assembly requested the Secretary-General to present, at the thirty-sixth session of the Commission, an evaluating report containing recommendations on measures to be taken regarding the item contained in paragraph 1 of that resolution. In paragraph 4 of that resolution, the General Assembly requested the Commission to submit, through the Economic and Social Council, its comments regarding the report of the Secretary-General to be presented to the General Assembly at its high-level plenary meetings.

9. The present report has been prepared for the consideration of the Commission in response to the request of the General Assembly. It should be seen as a preliminary draft of the more elaborate and documented evaluation report that will be before the Assembly. That report will draw upon information that is expected to be received from Governments on their implementation to date of the Global Programme of Action in reply to a note verbale dated 18 December 1992 from the Secretary-General to Goverments. It will also make use of information to be gathered from specialized sources during the discussion of the item by the Commission, as well as of comments and recommendations that the Commission may wish to place on record for transmission to the General Assembly.

10. This report is structured thematically along the lines of the Global Programme of Action. Each section corresponds to one of the topics dealt with

in the Global Programme of Action under a separate heading. The items referred to in subparagraphs 1(c)-(f) of General Assembly resolution 47/99 are included in those sections. An additional section deals with the activities undertaken under the United Nations Decade against Drug Abuse. A brief statement of the problems addressed and the objectives set out in each area of action is followed by a description of the approaches and policies developed by States individually, in cooperation with other States at the bilateral, regional and international levels and with external assistance from other States and international organizations. An attempt has been made to identify the difficulties of implementation encountered by States, to register the positive results achieved and to indicate shortcomings and policies on which satisfactory progress has not yet materialized. Suggested recommendations on improving action by States and international cooperation have also been included.

11. In reading the present report, it should be borne in mind that the large variety of items included in the Global Programme of Action, being closely interrelated in terms of both substance and implementation, overlap to a certain degree. Thus, in many instances, a choice had to be made as to where it seemed more informative to reflect the various activities that had been undertaken. In order to avoid undue repetition, some measures envisaged in a given section of the Global Programme of Action may therefore be dealt with under a different section in this report. In accordance with General Assembly resolution 47/99, emphasis has been placed on action taken by States to implement the provisions of the Global Programme of Action. The activities of the United Nations system in the field of drug abuse control are covered in the United Nations System-Wide Action Plan on Drug Abuse Control (see E/1990/39 and Corr.1 and 2 and Add.1).

I. PREVENTION AND REDUCTION OF DRUG ABUSE WITH A VIEW TO ELIMINATION OF THE ILLICIT DEMAND FOR NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

12. The Global Programme of Action required Member States to give higher priority to preventing and reducing the illicit demand for narcotic drugs and psychotropic substances at all levels, to elaborate and implement national plans and programmes to achieve those aims, and to allocate appropriate resources and services.

13. Responses have varied considerably as regards both the measures taken and the allocation of funds. By far the most common actions taken have been mass media campaigns and the development of drug prevention programmes in schools. The inclusion of drug education programmes as part of professional training, however, has been a slow process. A few countries have drawn up comprehensive plans for dealing with the problem as a whole. Others have established sectoral plans in demand reduction.

14. The establishment of committees for the coordination of national efforts to combat illicit trafficking and drug abuse has increased since the adoption of the Global Programme of Action, so that now about 60 States have such committees. Unfortunately, this has not necessarily led to greater coordination where one particular agency assumes a controlling influence or where there is no mechanism to carry out policies established by the committees. Therefore, one evisaged outcome of the establishment of such committees, the mobilization of public support and participation of the communities in activities associated with the Global Programme of Action, has rarely occurred.

15. Not only has there been an increase in drug education programmes in schools, but there has also been a change in emphasis. The trend in several countries has been to move away from short courses about the dangers of illicit drugs towards the promotion of comprehensive healthy lifestyle programmes. Emphasis has been placed on identifying positive action that can promote better health and, at the same time, on indicating what constitutes harmful action. In countries where there are significant numbers of out-of-school children, many efforts are being made to reach such children, particularly because of the widespread use of volatile solvents among them.

16. Mass media campaigns have been widely used, but with varying results. Most of the campaigns have been aimed at the general public, but some have targeted the media practitioners themselves or young people, both in school and out of school. The means used to reach a wider public have varied greatly; they have ranged from radio and television and poster campaigns to leaflets, videos, special theatre, film and musical activities, stickers for car bumpers, and badges. Most campaigns seek to increase awareness of the nature of the drug abuse problem, the dangers of taking drugs and the consequences, in social and legal terms, of being convicted of illicit drug trafficking or possession.

17. Not all campaigns have been successful. Unless a campaign has been carefully conceived and its message has been adapted to its target group, it can even make the situation worse. This usually occurs if the message inadvertently gives information on how to take drugs, if the claims being made cannot be substantiated or if the credibility of not only that particular message but of all messages from the source in question is doubtful.

18. The Global Programme of Action calls for further analysis of the causes of illicit demand for narcotic drugs and psychotropic substances and methods for assessing those causes. The necessary measures, it is stated, should be identified to combat drug abuse at the root of the problem, giving special attention to the social causes. Several States continue to consider that the root causes lie with the individual and are not of social origin.

19. The goal of establishing and promoting national assessment systems in line with the International Drug Abuse Assessment System (IDAAS) was much emphasized in the Global Programme of Action and reinforced by the Economic and Social Council in its resolution 1991/45 of 21 June 1991. Considerable progress has been made over the past several years in the development of registries of drug abusers; the number of such registries has grown from 25 in 1983 to 64 at present. This development has accelerated since the adoption of the Global Programme of Action. States that do not have in place systems for recording data on drug abuse report that the difficulties they have had in setting up such systems are related to the training of staff more than to financial limitations; there is also a great need for advice on what equipment and software would be appropriate. Many States and organizations that are making progress in this area are doing so without adequate consultation with UNDCP; as a result, their systems may not be compatible with existing or future systems and, in many cases, may duplicate work already being carried out. Coordination with IDAAS must be a priority for the development of national systems for recording data on drug abuse.

20. States were asked to report, by means of a questionnaire, on the extent to which they had been able to fulfil the demand reduction targets set out in the Comprehensive Multidisciplinary Outline. That request was reinforced and

extended by the Economic and Social Council in its resolution 1991/46 of 21 June 1991, when treatment and rehabilitation were also included in the activities to be reported upon. To date, however, the replies have not been encouraging. In the first year, only 52 States replied to the questionnaires; in the second year, only 46 replies were received.

21. States were asked to promote increased cooperation with, and involvement of, non-governmental organizations in the field of reduction of illicit drug demand, thus encouraging initiatives and programmes at the grass-root levels. Some States have effectively stimulated non-governmental organizations to develop such programmes, but unfortunately their number is small. Many Governments do not encourage activities of non-governmental organizations, and the activities of some non-governmental organizations are supported by bodies and organizations outside the country.

22. Although non-governmental organizations were also asked to report on the achievement of the targets of the Comprehensive Multidisciplinary Outline, few have done so; in general, it is difficult to obtain information from non-governmental organizations on their activities. Although a slight improvement at both the national and international levels can be observed, much needs to be done to improve the relationship between Governments and non-governmental organizations, especially in developing countries. Better coordination and documentation of their activities would facilitate cooperation in the field of demand reduction.

Recommendations

23. The following recommendations are brought to the attention of the General Assembly:

(a) States should make efforts to ensure that training programmes for professionals in the field of health and education include adequate training in drug abuse;

(b) States should analyse the causes of illicit demand for narcotic drugs and psychotropic substances;

(c) States should develop at the national level, in coordination with the International Drug Abuse Assessment System, systems to monitor the nature and extent of drug abuse;

(d) States should encourage the mobilization of public support and participation of the community in activities associated with the Global Programme of Action by establishing committees for the coordination of national efforts to combat illicit trafficking and drug abuse and by involving non-governmental organizations.

II. TREATMENT, REHABILITATION AND SOCIAL REINTEGRATION OF DRUG ADDICTS

24. According to the Global Programme of Action, programmes for the social reintegration, rehabilitation and treatment of drug abusers and drug-addicted offenders should be included in national strategies in the health, social, legal and penal fields, showing due regard for the diverse needs of individual drug addicts.

25. The allocation of resources to treatment programmes has not noticeably increased since 1990; in fact, some developed countries have even reduced the number of treatment facilities available. Developing countries have expressed a desire to provide more treatment facilities for drug abusers but are hampered from doing so by insufficient resources and lack of training for health personnel. In Africa, many countries complain about the lack of facilities, personnel and proper training for staff.

26. Few countries have specialized programmes in prisons for drug-dependent offenders. Those programmes that do exist rarely consist of more than rapid detoxification under medical supervision. Efforts are, however, being made in many countries to divert drug-dependent offenders from the criminal justice system into treatment and rehabilitation schemes. This trend is detectable mainly in developed countries, but not exclusively so. The problems posed by drug abusers in prisons, particularly with the advent of the human immunodeficiency virus (HIV), have accelerated this trend. Nevertheless, there is still a wide variety of approaches to dealing with drug-dependent offenders, ranging from segregation and exemplary punishment to treatment and rehabilitation schemes.

27. Rehabilitation programmes and reintegration programmes have elicited increased interest in many African, Asian and European countries. There has been a particularly sharp increase in requests to the International Labour Organisation for assistance relating to drug abuse programmes in the workplace and for help in establishing information centres.

28. According to the Global Programme of Action, training programmes relating to the latest developments and techniques in the field of treatment of drug addiction and rehabilitation and reintegration of former addicts should be conducted more regularly at the national, regional and international levels. There has been no noticeable increase in resources available to achieve those goals. In developing countries, training is mainly provided through bilateral assistance; either special courses are organized in the recipient country or places are made available for students in existing courses in the donor country. Medical practitioners are the main beneficiaries and the training of other health workers is often neglected.

29. The facilitation and promotion of the involvement of non-governmental organizations in all areas of treatment and rehabilitation and the intensification of their cooperation with the relevant United Nations bodies have been difficult to achieve. Non-governmental organizations have been active in providing counselling, long-term support and rehabilitation to drug abusers, in contributing projects such as therapeutic communities and drop-in centres, but not in providing treatment itself. The reason would appear to be that if medical supervision is required, especially if a drug is being administered, the cost of the service is beyond the financial and professional resources of most non-governmental organizations in the field.

30. In line with the Global Programme of Action, national essential drug programmes have been established in some countries with the assistance of the World Health Organization (WHO) as part of the primary health-care strategy, emphasizing the rational selection, supply management and prescribing of safe and effective drugs. The rational use of pharmaceutical preparations containing narcotic drugs or psychotropic substances is a subject that is usually included in the curriculum of national educational institutions for health-care professionals. Most prescribers are thus aware of the risk of drug

dependence. Because of other competing factors, however, knowledge is not always enough to ensure sound prescribing practices. More effort is therefore needed to further strengthen education and training in rational prescribing of dependence-producing psychoactive drugs at all levels.

Recommendations

31. The following recommendations are brought to the attention of the General Assembly:

(a) States should invest more resources in treatment programmes, including the provision of training and of adequate facilities;

(b) States should endeavour to develop, within their criminal justice and prison systems, programmes specifically adapted to the treatment, rehabilitation and social integration of drug-dependent offenders.

III. CONTROL OF SUPPLY OF NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

A. Eradication and substitution of illicit production of narcotic drugs, and eradication of illicit processing of such drugs and of illicit production and diversion of psychotropic substances

32. The general objective of the Global Programme of Action is to engage countries in developing and implementing comprehensive and well-articulated reduction programmes with a view to eliminating illicit cultivation of narcotic plants and illicit production of narcotic drugs and psychotropic substances. It is also aimed at strengthening international cooperation to facilitate trade flows and to provide access to international markets for countries affected by the illicit production and processing of narcotic drugs and psychotropic substances.

33. The illicit cultivation of both opium poppy and cannabis in south-east and south-west Asia has continued to constitute a major problem since the adoption of the Global Programme of Action. Declining trends in illicit poppy cultivation have been observed in the Lao People's Democratic Republic and Thailand, but elsewhere in Asia there appears to have been little if any improvement. Opium is converted into morphine and heroin in illicit laboratories generally located close to the areas of poppy cultivation.

34. Most of the Asian countries in which illicit opium poppy cultivation occurs are parties to the Single Convention on Narcotic Drugs of 1961. 2/ Those that are not (the Lao People's Democratic Republic and Viet Nam) have taken administrative measures to curb illicit narcotic plant cultivation and have recently sought international assistance with a view to introducing legislation in order to conform to the 1961 Convention. Two countries in which illicit poppy cultivation occurs (Pakistan and Thailand) have, in addition, drawn up comprehensive plans and programmes with a view to completely eliminating such cultivation.

35. The ongoing programmes to reduce illicit drug supply in Asia generally have several key elements. One is the annual assessment of areas under illicit opium poppy cultivation and the estimated yield of that cultivation. Various methods are being used to make the assessment, including ground surveys, aerial photography and remote sensing. Remote sensing, still at

an experimental stage, is currently being assessed for its potential for wider applications. Some countries are receiving international assistance in this regard.

36. Another key element of opium elimination strategies is the stimulation of rural development in producing areas. One common feature of the producing areas is that they are relatively remote, mountainous and not well integrated into the mainstream of national economic and social development. In some cases, the regions are inhabited by ethnic minorities. The aim of the rural development programmes is to reduce the isolation of such communities by improving the transport and communication infrastructure and social services, as well as by introducing alternative farming systems and related agricultural marketing opportunities.

37. In some programmes, such as those in the Lao People's Democratic Republic and Thailand, emphasis has been placed on establishing basic health services in the affected areas. Education programmes are frequently included as part of the efforts to enable the growers' families to participate in economic and social development activities. Wherever possible, public works such as road construction are carried out using labour-intensive methods, thereby providing badly needed jobs. In some cases, support has been given for the creation of industrial estates.

38. Countries in which illicit cultivation remains a problem have sought international assistance in implementing these programmes. Some countries have received support over a relatively extended period while others, notably the Lao People's Democratic Republic, have begun to receive assistance only recently. Because of limited resources, the necessary attention has not been provided to all affected areas.

39. A third key element in dealing with illicit cultivation is the upholding of the relevant national laws prohibiting such cultivation. This includes providing information to farmers about the applicable laws and carrying out action against drug traffickers to prevent farmers from being coerced into illicit cultivation activities. It also entails legal sanctions including, where necessary, the physical destruction of illicit crops.

40. In Latin America, most countries are parties to the 1961 Convention, including the main producer countries - Bolivia, Colombia, Mexico and Peru. Despite eradication efforts, with some bilateral support, most countries of the region remain affected by illicit crop cultivation.

41. No recent, comprehensive official figures are available for coca bush eradication in the Andean countries, though the net situation remained largely unchanged from 1991 to 1992. Eradication on a limited scale continued in Bolivia and Colombia. In Peru, due to the fragile security situation, the Government has not been able to pursue an effective eradication strategy.

42. In Mexico, which has for many years been a major illicit cultivator of opium poppy destined for illicit markets in the United States of America, strong government measures have reportedly brought about a significant reduction in opium production. Given the relatively high return of opium poppy cultivation in relation to coca bush cultivation, the trend, however, is towards significant expansion in Colombia as well as in Ecuador and Peru. As regards cannabis cultivation, Chile, Colombia, Ecuador, Guatemala, Guyana, Jamaica, Mexico and Venezuela all reported large-scale destruction of cannabis plants.

43. One factor limiting crop substitution activities in the Amazon subregion and the highlands is the unavailability of technically and economically viable crops to substitute for illicit crops. Technically viable alternative crops need to be identified, developed and tested. Nevertheless, the three Andean coca-producing countries have adopted alternative development as their chosen strategy to combat illicit cultivation. To date, success has been limited owing to lack of resources and access to markets; the current world recession has limited trading opportunities and impaired the prospects of a more liberal worldwide trade regime within which alternative crops could find an adequate market. Bilateral and multilateral donors also participated in in-country alternative development programmes, though the resources allocated have not been commensurate with the scale of the problem.

44. In the Declaration of San Antonio, signed at San Antonio, Texas, on 27 February 1992, the Governments of Bolivia, Colombia, Ecuador, Mexico, Peru, United States and Venezuela reaffirmed their commitment to strengthening cooperation to combat illicit drug production. In this context, a commitment to greater market access and the generation of productive employment was made, including support for the Enterprise for the Americas Initiatives, whereby the above-mentioned Latin American countries signed bilateral trade and investment agreements with the United States. Mexico, for its part, completed negotiations on the North American Free Trade Agreement with Canada and the United States. Although the European Community (EC), in 1992, granted preferential access to certain agricultural products from the Andean subregion, considerable barriers to expanded trade in such products still remain.

45. In Europe and the Middle East, particularly in member States of the Commonwealth of Independent States (CIS), Lebanon and, to a lesser extent, Turkey, the processing of raw material into heroin for trafficking is a serious problem. In Belarus, Estonia, Latvia, Lithuania, Poland and Ukraine, the processing of poppy straw extract into a heroin-like liquid that is injected intravenously is increasing.

46. European countries, as well as Canada and the United States, have reported on the eradication of cannabis fields in 1991. The number of occurrences of illicit cannabis cultivation in Canada, the Netherlands and the United States, however, is increasing. In CIS member States, lack of expertise, technical capacities and coordination prevented the implementation of concerted large-scale eradication action in 1991 and 1992. In addition, the destruction of large wild-growing cannabis fields is hampered by environmental concerns. The Governments of Kazakhstan and Uzbekistan have sought assistance from UNDCP in evaluating the effectiveness and environmental safety of chemical and biological agents proposed for the eradication of such fields.

47. The combination of renewed determination by the Government of Lebanon to undertake an energetic eradication campaign combined with climatic conditions that were not favourable to illicit cultivation, led to a substantial decrease in opium poppy cultivation in 1992. With a view to finding a long-term solution to the illicit cultivation problem, an integrated area development programme for the Baalbek-Hermel districts of the El Beqa'a valley, proposed by a United Nations inter-agency mission, is to be implemented in three phases from 1993 to 1997.

48. The illicit production of psychotropic substances occurs widely. Law enforcement authorities in many countries have suppressed small-scale laboratories where amphetamines and other substances are illicitly produced.

Such production remains a serious problem in many developed countries, however, as well as in some developing countries that are relatively industrialized. For example, significant quantities of methaqualone and methamphetamine are being illicitly manufactured in south and east Asia, respectively.

49. Eastern European countries are threatened by the steady growth in the manufacture of psychotropic substances. Countries lacking up-to-date legislation covering all narcotic drugs and psychotropic substances are particularly endangered by the virtually uncontrolled production of, for example, amphetamines and ephedrine. Efforts are under way to rapidly develop new legislation and control and monitoring procedures aimed at avoiding overproduction of licit narcotic drugs that could result in such drugs being diverted for illicit purposes.

50. Efforts to reduce the illicit supply of drugs also include action to suppress the operation of clandestine laboratories where heroin, morphine and cocaine are produced. Governments of affected countries have successfully destroyed a number of such laboratories but the overall impact of these efforts has remained limited. Among the measures available to prevent the operation of such laboratories is the seizure of chemicals diverted from licit sources, a measure that has recently proved successful in, for example, Pakistan.

51. The Commission of the European Communities (CEC) has established legislation and control procedures for monitoring the movement of precursors. Initial results have already been registered within EC and other European countries, as well as in countries in the Middle East. Both Bolivia and Colombia have recently requested external assistance to devise measures to control the trade in precursors and essential chemicals required to process coca leaves into cocaine. Mention should be made in this connection of the inclusion in 1992 of 10 additional precursors, at the initiative of the United States, to List I and List II of the 1988 Convention.

52. In spite of the successes achieved in some countries and in some areas in dealing with illicit cultivation and production, the overall situation has shown little sign of improvement in the last three years. In some countries, the illicit crop cultivation issue cannot be viewed in isolation, that is, without taking into account problems of ethnic minorities, insurgencies and other political or socio-economic considerations. Groups engaged in illicit drug production have acquired such wealth and influence that the will of Governments to act against them is often compromised.

53. There has been some progress in developing improved methodologies to obtain accurate data on illicit cultivation; however, further study is required, particularly concerning the costs and benefits of remote sensing. With respect to illicit production, there are particularly intractable problems in areas where Governments do not exercise full authority. To deal with this problem, some of the countries concerned have decided to develop cooperative or joint projects with neighbouring countries that are equally affected. This approach, which was initiated in south-east Asia, may also prove useful in south-west Asia and possibly in other areas.

54. The effectiveness of government eradication programmes depends on the resources that they are able to obtain, from the national budget as well as from other funding sources. In several of the affected countries, the available resources are clearly less than what is needed. Furthermore, alternative development programmes, particularly in Latin America, are dependent on access

to markets for agricultural products. The delays in completing the Uruguay Round of multilateral trade negotiations and other obstacles preventing access to the markets of developed countries have adversely affected the results of such programmes.

55. Increased international and interregional cooperation is required to assist countries affected by heroin production in strengthening their intelligence and law enforcement mechanisms to identify, dismantle and destroy clandestine laboratories. Particularly in the field of precursor control, increased international and inter-agency cooperation has the potential for improving law enforcement results significantly.

Recommendations

56. The following recommendations are brought to the attention of the General Assembly:

(a) States should improve their assessment of illicit crop cultivation by using aerial or satellite reconnaissance methods. They should seek external support where necessary in order to meet the costs;

(b) States should carry out research to find suitable, environmentally appropriate alternative crops where existing alternatives have proved inadequate;

(c) States should cooperate to promote improved access of alternative crops to international markets;

(d) States should make additional efforts to suppress the activities of drug traffickers in areas where illicit cultivation occurs. In order to deal with the problems in the most difficult areas, joint projects should be developed by neighbouring States;

(e) States should allocate additional resources from both national budgets and external sources for alternative development programmes. In view of the magnitude of the funds required, international financial institutions should be encouraged to support development projects in the affected areas.

B. Licit production, manufacture and supply of narcotic drugs and psychotropic substances

57. According to the Global Programme of Action, a balance should be maintained between demand and supply of raw materials, intermediates and final products for legitimate uses, including medical and scientific purposes. The Global Programme of Action calls for international cooperation and assistance to overcome the problem of excess stocks of opiate raw materials.

58. Governments have continued to provide INCB with estimates of their annual legitimate requirements for narcotic drugs, in accordance with the 1961 Convention. The administration of the worldwide estimate system, in addition to the statistical return system administered by INCB, has enabled Governments to generally limit to legitimate needs the licit production, manufacture and trade of narcotic drugs; as a result, the diversion of narcotic drugs from licit sources into illicit channels has remained the exception. Governments should continue allocating the necessary resources to the control of narcotic drugs in order to keep preventing narcotic drugs from being diverted into the illicit

traffic. In several countries, too restrictive control mechanisms have unintentionally reduced the availability of certain drugs for medical purposes. Regulatory agencies, national health authorities and health professionals should continue to coordinate efforts to ensure a balance between proper controls to prevent diversion and adequate availability of drugs required for medical purposes.

59. Control mechanisms required by the Convention on Psychotropic Substances of 1971 3/ and the necessary supplementary controls over international trade proposed by INCB and endorsed by Governments in a number of Economic and Social Council resolutions have not yet been fully implemented by all Governments. Lack of such controls in some exporting countries has hampered effective monitoring of the worldwide trade in psychotropic substances. Thus, in spite of the fact that Governments started to implement Economic and Social Council resolution 1991/44 of 21 June 1991 by assessing annual legitimate requirements for psychotropic substances and limiting imports and exports to actual medical requirements in importing countries, large quantities of certain psychotropic substances have continued to be diverted mainly from Europe into the illicit traffic in developing countries. More serious control efforts by Governments are needed. The Conference on Control of International Trade in Psychotropic Substances in Europe is being organized by the Pompidou Group of the Council of Europe in cooperation with INCB; the Conference will be held at Strasbourg, France, from 3 to 5 March 1993. Control efforts in exporting countries have to be accompanied by the strengthening of controls over import and distribution in importing countries. Technical and financial assistance should be provided to national drug control administrations in order to enable them to better assume such functions.

60. Some Governments, particularly those of developing countries and those of the newly independent States in Europe, need to enhance their drug management regime; they should be provided with more assistance to enable them to meet their potential legitimate need for drugs in general, and narcotic drugs and psychotropic substances in particular, and to reduce to a minimum drug abuse and related public health problems.

61. Since the 1980s, the global supply of opiate raw materials has generally been in excess of worldwide consumption of opiates, resulting in the accumulation of stocks and related financial economic and social costs to the traditional producers of opiate raw materials. Pursuant to various Economic and Social Council resolutions, INCB, in cooperation with Governments, has endeavoured to achieve a longlasting balance between supply of and demand for opiates through (a) resorption of the excess stocks and (b) limitation of production to actual consumption of opiates. At the request of INCB, Governments of the main producer countries have restricted the areas under opium poppy cultivation and have refrained from any proliferation of production. In addition, major importing countries have continued to bear in mind the relevant Economic and Social Council resolutions when importing opiate raw materials.

62. At the national level, some countries seem to be encountering difficulties in assessing their domestic requirements for opiates. Moreover, restrictions stemming from fear of addiction continue to limit the availability of opiates for medical purposes in many countries. Most of the main producer countries have reduced their production to reflect their actual consumption. Also, following the publication in 1989 of a special report prepared jointly by INCB and WHO pursuant to Economic and Social Council resolution 1989/15 of

27 May 1989, 4/ a number of Governments reassessed their medical needs for opiates and took steps to make them more widely available.

Recommendations

63. The following recommendations are brought to the attention of the General Assembly:

(a) Traditional producers of opiate raw materials should be assisted in their efforts to maintain more sustainable production and to upgrade their technology in order to meet both domestic and international requirements in opiates;

(b) States should continue to allocate the resources needed to ensure the control of narcotic drugs and prevent their diversion into the illicit traffic;

(c) In order to ensure tighter control of psychotropic substances, States should implement fully the control mechanisms provided in the Convention on Psychotropic Substances of 1971 3/ and the supplementary control measures concerning international trade contained in Economic and Social Council resolutions 1981/7 of 6 May 1981, 1985/15 of 28 May 1985, 1987/30 of 26 May 1987 and 1991/44 of 26 June 1987;

(d) States in Eastern Europe should give priority to creating and/or strengthening their control and monitoring systems for licit narcotic drugs and, to that effect, additional personnel and financial resources should be provided by the Governments concerned as well as by donors.

C. Cooperation on the multilateral level

64. The Global Programme of Action focuses on three main areas to be promoted in the multilateral context: (a) the elaboration of subregional strategies; (b) the identification of alternative development and crop substitution programmes with the support of, inter alia, international financial institutions (it is stated in the Global Programme of Action that financial institutions should be encouraged to consider, jointly with UNDCP, the economic and social consequences of drug trafficking when analysing the economic situations of countries); and (c) increased involvement of specialized agencies and other United Nations bodies, as well as the international financial institutions, with regard to prevention activities and alternative development and crop substitution programmes.

65. Subregional strategies are being developed in several areas of the world, but at a pace and in forms that vary according to the special problems and conditions prevailing in each subregion. In a number of instances, the master-plan concept applied on a national basis is being used to build up structured arrangements covering several countries in a subregion. The value of the master-plan approach as a practical tool for improving the coordination, and hence the efficiency, of drug control efforts undertaken in common by countries belonging to a given subregion is being increasingly acknowledged by States.

66. Subregional cooperation in drug control activities is also progressing and expanding within the framework of existing regional mechanisms that operate under mandates of a wider scope. This cooperation may consist in

the establishment of specialized committees or task forces, the initiation and implementation of technical programmes and the regular holding of appropriate consultations.

67. The following examples of activities undertaken at the subregional level illustrate the type and extent of cooperation that has been developing since the adoption of the Global Programme of Action: in south-east Asia, an agreement for a subregional drug control programme between UNDCP and the Governments of China, Myanmar and Thailand was concluded in June 1992; in the same region, the Association of South-East Asian Nations (ASEAN), which includes Brunei Darussalem, Indonesia, Malaysia, Philippines, Singapore and Thailand, has been actively pursuing drug control activities, through the meetings of the ASEAN Senior Officials on Drug Matters and cooperation programmes with the United States, the United Nations Development Programme (UNDP), EC etc.

68. The South Pacific Forum has initiated drug-related regional cooperation programmes in law enforcement. The South Asian Association for Regional Cooperation (SAARC) is pursuing drug control activities through a Technical Committee on Prevention of Drug Trafficking and Drug Abuse. Between 1988 and 1992, the Committee carried out 20 major subregional programmes involving key policy makers and other professionals in the field of law enforcement and demand reduction. The Colombo Plan Bureau, comprising 26 countries in Asia, has been pursuing regional activities through its Drug Advisory Programme to enhance regional capabilities in international control and prevention of drug abuse and illicit trafficking. The Economic Cooperation Organization, which includes Afghanistan, Iran (Islamic Republic of), Pakistan and Turkey, and several CIS member States have established anti-narcotics committees. On 28 October 1992, the Ministerial-level Conference at the twenty-ninth session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East adopted the Tehran Declaration, a regional statement of policy and cooperation. In Africa, cooperation is developing around the existing subregional institutions that are working towards economic integration. A leading role is currently being played by the Economic Community of Central African States, which has decided to use a common strategy to deal with the drug-related concerns of its member States. In Latin America, the Inter-American Drug Control Commission (CICAD) of the Organization of American States (OAS) is active in the areas of demand reduction and law enforcement. In Central America, the Heads of Governments of the States attending the Central American Anti-Drug Conference, held at Belize City on 19 February 1993, adopted a comprehensive regional drug control programme, annexed to the Declaration of Belize, to be implemented by the Central American Permanent Commission for the Eradication of the Production, Trafficking, Consumption and Use of Illicit Drugs and Drugs Substances. The Dublin Group, which includes all EC member States as well as Australia, Canada, Japan, Sweden and the United States, was established as an informal, consultative arrangement to coordinate drug abuse control efforts of its member States, including supply reduction measures.

69. Multilateral cooperation has also targeted individual countries in particular need of attention and assistance on account of adverse circumstances. In Lebanon, for instance, a multi-agency Technical Consultation on Drug Control Assistance was sponsored by UNDCP at Beirut in October 1992; it resulted in an agreement to proceed with the elaboration of an integrated area development programme with the involvement of a range of United Nations entities such as the United Nations Children's Fund, UNDP, the Food and Agricultural Organization of the United Nations and WHO. Similarly, special attention has been paid to the situation in Afghanistan, where a United Nations multilateral

initiative is aimed at establishing a rehabilitation strategy focusing on programmes against drugs.

70. With regard to the other areas of multilateral cooperation identified in the Global Programme of Action, the complementary roles of UNDCP and the international financial institutions with regard to the drug issue are now generally accepted by all parties, including donors and recipients. Considering that the ultimate goal is overall development - of which alternative development is one contributing factor - the international financial institutions are emerging as one of the key players in the fight against the drug problem.

71. The International Monetary Fund has singled out the drug problem as one of five global priorities. The World Bank, in focusing on poverty reduction and on the alleviation of social problems at the grass-root level, has opened new avenues for cooperation between the financial institutions and the United Nations entities with experience in the social field. A recent preparatory mission carried out by UNDCP and the Inter-American Development Bank marked the first steps towards the joint development and execution of drug-related plans and programmes in countries with major drug problems.

72. The World Bank has recently prepared several studies in which the macroeconomic effects of the coca industry are analysed; those studies are of direct relevance to the launching of alternative development strategies in most affected countries. The World Bank has also declared that it intends to become increasingly involved in the fight against HIV and acquired immunodeficiency syndrome (AIDS) and related problems, which threaten to slow down overall economic development in the most affected countries.

73. The increased multilateral activities in the field of drug control are reflected in the fact that UNDCP is invited to participate in the consultative group meetings sponsored by the World Bank for countries with major drug problems. The group meetings deal with economic and social issues and provide an opportunity for dialogue between the competent governmental officials and representatives of major donor and creditor countries and institutions.

74. The debt crisis is likely to remain a severe hindrance to development, particularly in the poorest countries, for years to come. This fact, together with the now generally recognized interdependence between, on the one hand, drug trafficking and poverty and, on the other hand, alternative development and debt reduction and trade opportunities, has led UNDCP to develop the innovative concept of swapping debt for alternative development. This concept was considered by the Commission at its thirty-fifth session and will be the subject of further study by UNDCP. If put into practice by a number of debtor and creditor countries, the concept could help alleviate the debt burden, accelerate overall development via alternative development and reduce the supply of illicit drugs, thereby contributing to global efforts to fight the drug problem.

Recommendations

75. The following recommendation is brought to the attention of the General Assembly:

States should, with the assistance of the United Nations International Drug Control Programme, draw up master plans defining their objectives and priorities and determining the steps to be taken to implement national strategies, thereby providing a basis for developing a subregional strategy.

D. Monitoring and control mechanisms

76. In order to achieve the general objective of limiting the supply of drugs to medical and scientific uses, the Global Programme of Action provides that Governments: (a) should strengthen national and international systems of control of narcotic drugs and psychotropic substances; (b) should establish monitoring and control systems to permit the application of articles 12 and 13 of the 1988 Convention; and (c) should develop and strengthen their pharmaceutical administrations and control laboratories.

77. Governments have been maintaining a close dialogue with INCB in order to ensure worldwide application of the provisions of the international drug control treaties. INCB has drawn the attention of the international community to shortcomings and problems of national drug control efforts, in particular through its annual reports to the Economic and Social Council. Each year, it undertakes a number of missions to countries to investigate in situ the drug control situation and to propose possible remedial measures to Governments and international organizations. The close link of the drug abuse and trafficking issues with broader political, economic and social questions makes it difficult to assess the results achieved.

78. Drug control administrators from many countries participated in regional INCB training seminars in Asia (held at Beijing from 8 to 12 June 1992), Oceania (held at Melbourne from 15 to 19 June 1992) and Africa (held at Abidjan from 14 to 18 December 1992 and at Nairobi from 16 to 21 December 1991), which helped to further the aims of the conventions in the field of national and international control of the manufacture of and trade in narcotic drugs and psychotropic substances. INCB has also cooperated closely with regional organizations such as CICAD and the Permanent Secretariat of the South American Agreement on Narcotic Drugs and Psychotropic Substances (ASEP) concerning such training in the Americas. More regular training in all regions of the world and renewed emphasis of Governments on control of the licit movement of narcotic drugs and psychotropic substances are needed to achieve the aims of the conventions in this field.

79. A number of steps have been taken individually and collectively by Governments and competent international bodies to establish national, regional and international monitoring and control systems to prevent the diversion of precursors into the illicit traffic. A series of regional and international meetings have been held to establish working mechanisms and procedures. At a number of those meetings, States have been urged to provisionally apply the control measures under the 1988 Convention, even before formally becoming parties to that Convention.

80. In relation to international efforts, a number of Governments and international bodies have participated in two working groups established by the Conference on Chemical Control Operations, held at Lyon, France, from 17 to 20 December 1991. The working groups have made detailed arrangements for the use of a network of international databases and have developed guidelines to provide concrete guidance to exporting, importing and transit countries on what information is needed to identify suspicious transactions.

81. At the regional level, CICAD has completed a series of seminars to inform Governments of the policies, legislation and programmes needed to adopt its model regulations to control chemical precursors and chemical substances, machines and materials, in line with article 12 of the 1988 Convention.

Several OAS member States have since enacted national legislation in line with the model regulations. Similar initiatives should be encouraged in other regions.

82. New regulations adopted by EC have strengthened existing measures to discourage the diversion of precursors and essential chemicals to illicit manufacture, in conformity with the recommendations formulated by the Chemical Action Task Force established by the heads of State or Government of the Group of Seven major industrialized nations and the President of CEC at the sixteenth annual economic summit, held at Houston, Texas, in July 1990. In addition, CEC and some countries in which the illicit manufacture of drugs takes place have concluded agreements relating to specific export requirements for shipments of scheduled substances to those countries. Among other initiatives, CEC is considering comprehensive plans with individual countries or groups of countries (such as the ASEAN region and the countries of central and eastern Europe) to assist in establishing the necessary administrative structures for effective control of chemicals.

83. The Pompidou Group of the Council of Europe has begun initiatives targeting the newly independent States in Europe in connection with the control of precursors, bringing the work and recommendations of the Chemical Action Task Force to the attention of Governments in the region and developing a coherent European strategy.

84. Requests from States for assistance from UNDCP to establish or strengthen drug detection and pharmaceutical control laboratories have increased. Between 1991 and 1992, 63 laboratories in 58 States were established or strengthened. Governments have recognized the use of adequately trained forensic chemists not only to analyse drugs and chemicals, but also to provide advice on a broad range of scientific aspects of drug control. A few States have launched national training programmes for their forensic chemists. In addition, between 1991 and 1992, UNDCP responded to requests from 69 States by arranging for the training of forensic chemists from those States in its laboratory at Vienna and in collaborating institutions.

85. More and more laboratories in many countries use internationally accepted methods published by UNDCP for the analysis of substances under international control and their pharmaceutical preparations, as well as laboratory techniques for distinguishing between licitly produced (but diverted) and clandestinely manufactured products.

86. Police and customs authorities from many countries have increased their calls for assistance, particularly in the area of drug detection in the field. Some 600 drug identification kits were provided to 50 States at their request. Great interest has also been expressed by many States, particularly those in which clandestine laboratories are known to exist, in the UNDCP experimental kit for the field detection and identification of substances in Tables I and II of the 1988 Convention. In addition, at the request of those States, guidelines for the investigation, seizure and deactivation of clandestine laboratories and for the safe disposal of seized drugs, as well as related chemicals and equipment, are being prepared by UNDCP and will be made available in the course of 1993.

87. While efforts by States to strengthen (individually or with outside assistance) drug detection and pharmaceutical control laboratories have proved successful in many countries, a number of problems remain, in particular:

insufficient professional staff and laboratory technicians; technical difficulties arising from failure to observe good laboratory practices; lack of maintenance and servicing; modest or non-existent operational budgets; little or no collaboration between laboratory services at the regional level.

Recommendations

88. The following recommendations are brought to the attention of the General Assembly:

(a) States that have not yet done so should establish effective legislative and other regulatory measures to implement article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;

(b) States in which precursors and essential chemicals are manufactured and States in which narcotic drugs and psychotropic substances are illicitly manufactured should establish close cooperation in order to prevent the diversion of precursors and essential chemicals into illicit channels. Consideration should be given to the conclusion of bilateral and regional agreements and arrangements as appropriate;

(c) States should intensify their efforts to establish or strengthen their drug detection and pharmaceutical control laboratories with outside assistance as appropriate;

(d) Once they have been established or strengthened, drug detection and pharmaceutical control laboratories should be provided with the necessary resources and support to ensure their continuous operation.

IV. SUPPRESSION OF ILLICIT TRAFFICKING IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

A. Traffic

89. In both the Political Declaration and the Global Programme of Action, the General Assembly stressed the importance of universal adherence to the international drug control treaties. Notable progress towards this goal has been made.

90. As of 31 January 1993, 110 States had become parties to the 1961 Convention and that Convention as amended by the 1972 Protocol. 5/ Twenty-five States had become parties only to the 1961 Convention. One State had ratified the 1961 Convention as amended by the 1972 Protocol during the seventeenth special session of the General Assembly. Thirteen of the parties to the 1961 Convention as amended by the 1972 Protocol had become parties to it after the seventeenth special session. Of the 110 States parties to the 1971 Convention as of 31 January 1993, 15 had become parties to it after the seventeenth special session. One State had ratified the 1971 Convention during the seventeenth special session.

91. In addition, as of 31 January 1993, 72 States had become parties to the 1988 Convention. Prior to the adoption of the Global Programme of Action, only five States had ratified that Convention; one State had ratified it during the seventeenth special session and 66 States had become parties to

it afterwards. The 1988 Convention entered into force on 11 November 1990. The objective expressed in the Global Programme of Action that the Convention should enter into force preferably by the end of 1990 was therefore attained.

92. At present, however, many States, particularly those seriously affected by drug abuse and illicit traffic, are not parties to the international drug control treaties. At the thirty-fifth session of the Commission, it was noted that a number of States that manufacture psychotropic substances had not yet become parties to the 1971 Convention. Many of the States that have become independent in the past three years are not parties to any of the international drug control treaties.

93. To further international cooperation in the fight against illicit trafficking and drug abuse, the Global Programme of Action calls upon States to provisionally apply the 1988 Convention to the extent they are able to do so. It is realized that many States have to make substantial legislative changes to be in a position to become parties to that Convention and that the enactment of such legislation is often a time-consuming process. Several States have therefore adopted appropriate measures that enable them to comply with the provisions of that Convention while completing the comprehensive legislation needed for ratification.

94. Many States have requested assistance from UNDCP in elaborating the necessary legislative and administrative measures to enable them to ratify the 1988 Convention. UNDCP has provided such legal assistance to more than 40 States in the past two years. Assistance has included working to completely redraft their drug control laws and to harmonize their national legislation. Other States have been assisted in rewriting parts of their laws or in drafting new laws in such areas as mutual legal assistance, controlled delivery, confiscation or extradition.

95. Several States have provided advice, legal and technical assistance to other States, at their request, to enable them to adapt their national legislation to the international conventions and decisions dealing with drug abuse and illicit trafficking. Such assistance has included the provision of advice on drafting new legislation as well as training for parliamentary drafters, judges and prosecutors. In addition, through regional institutes and organizations, some States have assisted others in developing model legislation or financing the assignment of legislative draftsmen.

96. States have made considerable progress in concluding bilateral, regional or multilateral agreements aimed at suppressing illicit trafficking in narcotic drugs and psychotropic substances. Many States have entered into agreements or arrangements with neighbouring States or with States in the same region to cooperate in suppressing illicit drug trafficking. In addition, some States have entered into agreements with other States to provide technical advice or assistance. Many States have entered into mutual legal assistance treaties that complement and expand the obligations under article 7 of the 1988 Convention. Several States have also entered into improved forms of bilateral extradition treaties that facilitate the extradition of persons accused or convicted of drug trafficking or of laundering money derived from drug trafficking activities. Four States have negotiated agreements to cooperate in preventing illicit drug trafficking at sea. Several regional organizations have elaborated major multilateral treaties that enhance the cooperation obligations of the 1988 Convention. Some examples of these treaties are the Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from

Crime, the SAARC Convention on Narcotic Drugs and Psychotropic Substances, the Economic Community of West African States (ECOWAS) Convention on Mutual Assistance in Criminal Matters and the OAS Inter-American Convention on Mutual Assistance in Criminal Matters. Although these multilateral conventions represent a significant contribution to the furthering of regional cooperation in the investigation and prosecution of illicit drug trafficking and money-laundering offences, much remains to be done to ensure their early entry into force and their full implementation.

97. The Global Programme of Action advocated the establishment by States of effective mechanisms against illicit trafficking, including various advanced law enforcement techniques set out in the 1988 Convention; the application of administrative and other provisions to enhance cooperation between agencies at the national, regional and interregional levels, in particular as regards information-sharing; and the provision, on request, of assistance in equipment, expertise and training, giving particular attention to the needs of transit States.

98. There is not enough information available to make an accurate assessment of the extent to which States have succeeded in strengthening their efforts to curb or eradicate illicit trafficking within their boundaries. Many States have reported on the resources they have been devoting to drug interdiction and on the assistance that they need. That information has not yet been catalogued in a systematic manner. It is clear, however, that several States adversely affected by drug trafficking lack appropriate coordination at the national level, a drug intelligence system to serve all drug law enforcement agencies and other facilities and capabilities recommended by the Comprehensive Multidisciplinary Outline and the Global Programme of Action. It may be recalled, in this connection, that under target 17 of the Comprehensive Multidisciplinary Outline, 1/ States parties were urged to designate coordinating agencies similar to those envisaged in article 35 (a) of the 1961 Convention and article 21 (a) of the 1971 Convention.

99. A number of States are extending bilateral assistance to others, largely in connection with common problems arising from the sources of the illicit traffic and the routes used. This applies particularly to States in North America and Europe, which, being the principal markets for illicit drugs, are faced with persistent, extensive trafficking. Increased assistance is being directed from such States to transit States, although, in the majority of cases, only when the existence of a pattern of illicit trafficking across those States has been firmly established. Bilateral assistance, mainly in the form of organizing advisory visits, seminars, training and fellowships and of supplying equipment, is increasing in volume, but gives rise in some instances to duplication and overlapping. Assistance is often inadequate in quantity or its impact is not optimized by the recipient.

100. Several regional initiatives have been introduced, most notably by ASEAN, the Council of Europe, EC, CICAD and SAARC, whereby cooperation policies in the field of drug control have been adopted together with measures having a wider scope. Ad hoc subregional and regional meetings have dealt with drug trafficking issues, either specifically or in conjunction with other issues. An increasing number of States are making use of the regional meetings of Heads of National Drug Law Enforcement Agencies (HONLEA). The HONLEA meetings are drawing larger numbers of participants with the appropriate background and experience, thus progressively ensuring that police, customs and other agencies with drug enforcement responsibilities are adequately represented. The

agendas of the HONLEA meetings have focused on the use of measures and techniques set out in the 1988 Convention, the Comprehensive Multidisciplinary Outline and the Global Programme of Action. The international drug law enforcement training strategy requested by the Economic and Social Council in its resolution 1988/12 of 25 May 1988 was approved in 1991 by the meetings of HONLEA in Africa, Asia and the Pacific, and Latin America and the Caribbean. The United Nations Drug Law Enforcement Training Manual: A Guide for Law Enforcement Officials, prepared by UNDCP to serve the purposes of this strategy, is now available. Meetings, training and ad hoc operational seminars and working groups organized by the Customs Co-operation Council (CCC), the International Criminal Police Organization (ICPO/Interpol) and other intergovernmental organizations contribute further to efforts in this area.

101. States requesting assistance from UNDCP, whether individually or in conjunction with neighbouring States on a subregional basis, for strengthening their drug law enforcement capability are being encouraged to adopt instruments containing a comprehensive analysis of drug control issues.

102. Substantive progress on drug law enforcement in line with the recommendations contained in the Global Programme of Action has been achieved by several States, but without uniformity either at the national or regional level. Several States that are parties to the international drug control treaties, particularly the 1988 Convention, still lack the capability in terms of resources and expertise to effectively apply the provisions on illicit traffic. The cost of deterring drug traffickers from operating in certain States is sometimes said to exceed what the national economies can bear. In some States the adoption of innovative techniques recommended in the Comprehensive Multidisciplinary Outline and the 1988 Convention, such as controlled delivery, is hampered by longstanding and enshrined domestic administrative arrangements. Similarly, international cooperation against money-laundering in compliance with the 1988 Convention is impaired by banking practices in certain States.

103. An increasing number of States are analysing methods and routes used by traffickers, continuously monitoring them and sharing this information through monthly, quarterly or annual intelligence bulletins. At least 15 such bulletins are regularly received by UNDCP. Based upon information provided by States, both CCC and ICPO/Interpol issue weekly or fortnightly drug intelligence publications that are given wide circulation. Since 1990, an annual average of 88 States have shared such details through the ICPO/Interpol system. Fifty-four members send intelligence regularly to the CCC for publication and a further 20 do so on an irregular basis. One important recent innovation in this area has been the introduction of a monthly bulletin for the Asia and Pacific region by the CCC Regional Intelligence Liaison Office in Hong Kong. Thirteen of the 18 CCC member States in the region exchange information through this bulletin, which is intended primarily for customs services. Similarly, reports received from States in pursuance of international treaty obligations provide material for inclusion in quarterly publications detailing significant illicit traffic seizures, as well as in reports prepared for HONLEA meetings and the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East. The agendas of the HONLEA meetings invariably include an item on the exchange of experiences on the most recent developments in illicit traffic. Agencies specially concerned with the air, sea, rail and road transportation industry play an important role in assisting States (as well as intergovernmental and non-governmental organizations) in suppressing the use of their services by illicit traffickers. Seven such agencies, working

largely in cooperation with CCC, are encouraging awareness among members of their staff of drug trafficking and concealment methods; they are also formalizing arrangements with law enforcement agencies within States for the rapid handling of passengers and goods through ports of entry and in transit.

104. The importance of gathering comprehensive information on the extent of action taken by States, whether individually or bilaterally, should be emphasized. Lack of such information may hinder the planning and implementation of subregional and regional initiatives requiring information-sharing. There is a particular need for greater international coordination in respect of training provided bilaterally, regionally and by international organizations in response to requests from States. In view of the widespread delivery of bilateral training, details on relevant projects are needed to avoid duplicating efforts and wasting resources. There has been a distinct improvement in the information supplied for inclusion in the international drug law enforcement training calendar maintained by UNDCP.

105. From a more general point of view, the pooling of information on a wide range of issues is essential to making cooperation commensurate with the objectives of the Global Programme of Action. Details should be made available concerning domestic enforcement agencies responsible for drug interdiction, national coordinating committees designated to ensure operational cooperation between all such agencies, and equipment and material assistance provided by other States for drug law enforcement activities. Improved reporting standards are needed, as several States do not report at all to international organizations and other States either do not report regularly or provide inadequate information. Furthermore, more information needs to be provided on illicit drug seizures and drug trafficking methods and routes.

Recommendations

106. The following recommendations are brought to the attention of the General Assembly:

(a) States that have not yet done so should proceed as rapidly as possible to ratify or accede to the Single Convention on Narcotic Drugs of 1961, that Convention as amended by the 1972 Protocol, the Convention on Psychotropic Substances of 1971 and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;

(b) States should identify areas of difficulty in implementing the international drug control treaties with a view to facilitating international cooperation. States with a common legal system and common language should work together to harmonize their national legislation. States that have different legal systems should explore ways to promote understanding of the different approaches taken by their respective systems;

(c) States should ratify or accede to the multilateral treaties aimed at suppressing the illicit traffic in narcotic drugs and psychotropic substances that have been concluded within their region so that those instruments may enter into force as early as possible. They should also take the necessary legislative and other measures to ensure the effective implementation of those instruments;

(d) States providing or donating equipment or other material assistance to other States should supply details of such assistance to the United Nations

International Drug Control Programme to ensure its role as global coordinator of those activities, to prevent duplication and to optimize the use of resources;

(e) States, whether they are donors or recipients of assistance in the form of drug law enforcement training, should cooperate fully in pooling information, in the manner requested by the United Nations International Drug Control Programme, in order to ensure comprehensive coordination of efforts and resources;

(f) States should provide the United Nations International Drug Control Programme with up-to-date information on resources that they have allocated to drug law enforcement and the interdiction of illicit drug trafficking. This information should be presented in accordance with a formula selected by the United Nations International Drug Control Programme in order to achieve uniformity. It should cover arrangements to ensure coordination in both policy and operational matters between agencies at the national level;

(g) States should make increased use of regional meetings of Heads of National Drug Law Enforcement Agencies to establish regional initiatives, with priorities, to ensure that all States of the region are able to use the law enforcement techniques and measures found in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control and the Global Programme of Action, such as controlled delivery;

(h) States should comply with the obligations of the international drug control treaties to which they are parties by providing promptly and regularly the information specified therein regarding significant cases involving illicit traffic within their jurisdiction and seizures from such illicit traffic;

(i) States that are not already making use of arrangements for the regular exchange of information on the methods and routes used by illicit traffickers should proceed to do so;

(j) States, particularly those concerned by transit traffic of illicit drugs, should consider joining the existing activities of groups of States in exchanging and recording intelligence by monitoring the movement of suspect vessels, aircraft and other transport; alternatively and where appropriate, States should form new cooperation groups for this purpose, drawing upon existing experience and expertise in other regions.

B. Distribution

107. In certain States, it is difficult to distinguish between, on the one hand, domestic commerce and distribution of narcotic drugs and psychotropic substances tha are clearly illicit (i.e. contrary to regulatory controls imposed by the Government) and, on the other hand, the supply of substances to meet genuine medical needs in circumstances where regulatory controls over drugs and their outlets are either non-existent or inadequate. The control of drugs intended for licit use is inadequate in many States, particularly in the African region. Domestic distribution problems, especially regarding psychotropic substances, are often underestimated; in some States, for example, there are parallel and uncontrolled systems of distribution that represent over 50 per cent of the supply network for distributed drugs; in addition, there are supplementary supplies of the very same psychotropic substances that

are clearly illicit (in terms of control over imports and distribution). On the positive side, a small number of States have taken steps to introduce adequate regulation and control of licit supplies as an essential component of a comprehensive national master plan.

Recommendation

108. The following recommendation is brought to the attention of the General Assembly:

States should re-examine their domestic arrangements for the regulation and control of licit supplies of narcotic drugs, especially psychotropic substances, to ensure that legitimate and justified medical requirements are provided for and that stringent measures are imposed to prevent the illicit supply of these substances. States in need of assistance in this respect should inform the United Nations International Drug Control Programme.

V. MEASURES TO BE TAKEN AGAINST THE EFFECTS OF MONEY DERIVED FROM, USED IN OR INTENDED FOR USE IN ILLICIT DRUG TRAFFICKING, ILLEGAL FINANCIAL FLOWS AND ILLEGAL USE OF THE BANKING SYSTEM

109. Under the Global Programme of Action, States are to take specific measures against the effects of money derived from, used in or intended for use in illicit drug trafficking, illegal financial flows and illegal use of the banking system. These measures include the enacting of appropriate legislation and the establishment of adequate mechanisms. Priority is to be accorded to the implementation of the 1988 Convention, which, in article 3, obligates parties to make drug-related money-laundering a criminal offence and, in article 5, provides for the confiscation of the proceeds derived from, and the instrumentalities used in, illicit drug trafficking. The conclusion of bilateral, regional and multilateral agreements on these matters is also to be undertaken. The gathering and exchange of relevant information should be promoted among States for their benefit. States are to consider the possibility of using forfeited proceeds for activities to combat drug abuse and illicit trafficking, including drug-related projects of the United Nations.

110. Of the 72 States parties to the 1988 Convention as of 31 January 1993, 27 have submitted to the Secretary-General copies of legislation that they have adopted against money-laundering, in accordance with article 5, paragraph 4 (e), of that Convention. Some of those States have enacted both penal provisions on money-laundering and comprehensive confiscation laws. Two States have also introduced mandatory reporting provisions concerning currency transactions across borders. While several States have imposed a requirement for financial institutions to report suspicious transactions, others have developed voluntary reporting systems. Although the effectiveness of the legislation adopted in the various States cannot be accurately assessed, positive results may be inferred from the reported increase in assets confiscated in a number of States. There is currently no organization maintaining statistics on seizures and forfeitures on a global basis.

111. Several States have negotiated comprehensive bilateral mutual legal assistance treaties, some of which deal specifically with the tracing, freezing and confiscation of drug proceeds. In addition, many of those instruments provide for a wide range of assistance in the investigation and prosecution of

money-laundering offences. Several States have also assisted one another in money-laundering investigations on the basis of informal arrangements.

112. The Financial Action Task Force established by the heads of State or Government of the Group of Seven major industrialized nations and the President of CEC at the fifteenth annual economic summit, held in Paris in July 1989, formulated 40 recommendations aimed at improving national legal systems, enhancing the role of the financial institutions and strengthening international cooperation against money-laundering. The Financial Action Task Force is taking steps to make States aware of the recommendations and responsive to their implementation. Emphasis is being placed on mechanisms for tracing tainted property and proceeds, facilitating access to financial records, and allowing for the exchange of financial information between law enforcement, regulatory or investigative agencies. The Financial Action Task Force stresses international cooperation through the use of bilateral, regional and multilateral treaties to allow effective tracing, seizing and confiscation of the proceeds of drug trafficking and other criminal offences. According to the report of the Financial Action Task Force covering the period 1991-1992, satisfactory progress was being made by its members on the implementation of the recommendations. Nonetheless, of the States in this motivated group, only 10 have become parties to the 1988 Convention.

113. A similar initiative designed to increase the efficiency of international action against money-laundering by States was the creation of the Caribbean Financial Action Task Force for the Caribbean Governments and those of neighbouring Latin American States. In November 1992, those Governments endorsed and agreed to implement the 40 recommendations formulated by the Financial Action Task Force established in Paris in July 1989 and 19 recommendations adopted at a conference on money-laundering held in Aruba from 8 to 10 June 1990. A Carribean Financial Action Task Force secretariat has been established to evaluate and assist with the implementation of the recommendations in the region.

114. The adoption of the Model Regulations Concerning Laundering Offences Connected to Illicit Drug Trafficking and Related Offences on 23 May 1992 by the OAS General Assembly at its eighth session is another example of action at the regional level. CICAD has forwarded to the Governments concerned the recommendations contained in the Model Regulations and is conducting awareness seminars to assist States in South and Central America in applying the Model Regulations. Full implementation of the recommendations may take time in view of the complexities of the regulatory and legal systems of some of the States involved.

115. In September 1990, the Committee of Ministers of the Council of Europe approved the Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and decided to open it for signature. The Convention covers all types of criminality, including drug offences. Twenty countries have signed the Convention but so far only one has deposited its instrument of ratification.

116. It is widely recognized that financial institutions are a key element in the detection of illicit transactions and transfers of assets derived from drug-related activities. Preventive action in this area is illustrated by the Council of the European Communities Directive of 10 June 1991 on prevention of the use of the financial system for the purpose of money-laundering. All EC member States are active participants and are required to follow the Council Directive.

117. The Statement of Principles of the Basel Committee on Banking Regulations and Supervisory Practices (the Basel Statement of Principles), adopted in December 1988 by representatives from 10 countries, has also influenced banking practices. To maximize the impact of the Basel Statement of Principles, the Committee has encouraged its use in other countries.

118. In the regional HONLEA meetings, States have been giving particular attention to the implementation of articles 3 and 5 of the 1988 Convention and have requested assistance to enable them to comply with those articles. In response to requests for cooperation from States, UNDCP, CCC and ICPO/Interpol have established, within their respective structures, money-laundering units to ensure the flow of information on all aspects of money-laundering at both the national and international levels. In addition, UNDCP, by setting up appropriate training courses, has assisted a number of States in establishing money-laundering units of their own.

119. To date, only a few States have established a centrally controlled fund for the utilization of forfeited property and proceeds for activities to combat drug abuse and illicit trafficking. No State has contributed confiscated assets directly to the United Nations for drug-related projects.

Recommendations

120. The following recommendations are brought to the attention of the General Assembly:

(a) States should adopt the necessary legislative and administrative measures to give effect to the provisions of articles 3 and 5 of the United Nations Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances of 1988;

(b) States should seek to conclude bilateral and multilateral treaties, agreements or arrangements to enhance the effectiveness of international cooperation pursuant to the 1988 Convention and to ensure the full implementation of such instruments;

(c) States should consider establishing separate financial and money-laundering investigational units within their drug law enforcement agencies to ensure that the necessary specialized skills and expertise are developed and available for international cooperation;

(d) States should give consideration to establishing asset forfeiture funds to facilitate the utilization of confiscated proceeds for activities to control drug abuse and illicit trafficking at the national level or in the framework of the Fund of the United Nations International Drug Control Programme.

VI. STRENGTHENING OF JUDICIAL AND LEGAL SYSTEMS, INCLUDING LAW ENFORCEMENT

121. In the Global Programme of Action, States were invited to give consideration to the Model Treaty on Extradiction and the Model Treaty on Mutual Assistance in Criminal Matters, which contain specific provisions related to illicit traffic in narcotic drugs and psychotropic substances. On the recommendation of the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Havana from 27 August to 7 September 1990, those

model treaties were subsequently adopted by the General Assembly in its resolution 45/116 and 45/117 of 14 December 1990. Several States have reported that they have utilized the model treaties in bilateral treaty negotiations. In addition, the Model Treaty on Mutual Assistance in Criminal Matters was used by ECOWAS as the basis for the negotiation of its Convention on Mutual Assistance in Criminal Matters. That Convention was adopted by the meeting of ECOWAS ministers of justice, held at Banjul in May 1992, and by the meeting of ECOWAS heads of State or Government, held at Dakar in July 1992.

122. No model agreements have been elaborated on cooperation among customs officials, law enforcement agencies and other interested organs in the field of combating drug abuse and illicit trafficking as envisaged in the Global Programme of Action. The Declaration of San Antonio, however, referred to in paragraph 44 above, contains comprehensive proposals for cooperation covering, in particular, the strengthening of the administration of justice and of judicial cooperation. Mention should also be made of the agreement relating to the transfer of proceedings in criminal matters concluded in November 1990 between EC States members. Regarding agreements on cooperation between customs officials, CCC has continued its efforts to promote the ratification of the International Convention on Mutual Administrative Assistance for the Prevention, Investigation and Repression of Customs Offences, adopted at Nairobi on 9 June 1977, which provides for enhanced cooperation in the investigation of drug offences.

123. In the Global Programme of Action, the international community is called upon to increase cooperation in support of programmes aimed at strengthening the judicial, legal and law enforcement systems. Some States have extended assistance to other States, at their request, to improve the administration of justice and the security and integrity of the judiciary. That assistance has included, inter alia, the provision of security equipment for courts, training for judges and prosecutors, and advice on methods of preventing corruption. States have also assisted other States in improving the criminal justice system by providing assistance in computerizing official court records, collecting and publishing laws and major court decisions, and training courtroom personnel. Several States have enacted legislation designed to improve the administration of justice, including provisions for the speedy trial of persons accused of drug trafficking and for the destruction of seized narcotics. The Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Milan from 26 August to 6 September 1985, invited Governments to take into account in their legislation and practice the Basic Principles on the Independence of the Judiciary. 6/

124. According to the Global Programme of Action, in order to strengthen the judicial system, States should consider the appropriateness of establishing arrangements that would allow them to benefit from one another's criminal justice system in dealing with similar drug-related offences. Although the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden), as well as Belgium, Luxembourg and the Netherlands, have successfully benefited from one another's legal system, not much progress has been made in this area, in part because of considerations of sovereignty and because of major differences between the criminal law and judicial systems of many States. The Andean Parliament has recently decided to explore the idea of creating a common judicial space.

125. Corruption and threats to the security and integrity of the judiciary continue to seriously impede efforts in many countries to fight illicit drug trafficking.

Recommendations

126. The following recommendations are brought to the attention of the General Assembly:

(a) States should initiate and implement, with international assistance if necessary, specific programmes aimed at strengthening their judicial, legal and law enforcement systems, paying special attention to the training of personnel at all levels;

(b) States should encourage the elaboration, by international and regional organizations, of model agreements on cooperation among customs officials, law enforcement agencies and other interested organizations involved in combating drug abuse and illicit trafficking;

(c) States should place greater emphasis on developing ways and means of protecting more effectively the judiciary from acts of intimidation and actual violence, and of preventing corruption throughout the judicial and law enforcement systems. The sharing of experiences in this respect among States should be encouraged and appropriate technical assistance should be made available to States at their request;

(d) With a view to reducing the threats of violence directed at law enforcement agents and officials of the judiciary, States should consider enacting legislation to restrain the availability and misuse of weapons domestically and internationally.

VII. MEASURES TO BE TAKEN AGAINST THE DIVERSION OF ARMS AND EXPLOSIVES AND ILLICIT TRAFFIC BY VESSELS, AIRCRAFT AND VEHICLES

127. The Global Programme of Action provides for the adoption of measures to deal with selected aspects of problems surrounding the use of arms and explosives by drug trafficking groups and the growing involvement of mercenaries and subversive and terrorist organizations in illicit drug trafficking. Furthermore, States are encouraged to adopt controls to prevent narcotic drugs and psychotropic substances from being diverted into the illicit markets while being licitly transported and to prevent private aircraft, vessels and vehicles from being used for illicit drug trafficking and related activities.

128. In most States and subregions suffering from insurrection, terrorist activities or civil war, rival factions seek to finance their operations with proceeds derived from drug trafficking activities. Some such conflicts are taking place in the heart of major illicit drug production areas, where illegally transported arms and explosives are traded for illicit drugs.

129. Many of the States most affected by these problems receive significant bilateral assistance, ranging from equipment to training in advanced anti-terrorist tactics and projects to bolster essential institutions such as the judiciary. Regional law enforcement intelligence units monitor the movement of suspect vessels, aircraft or other means of transportation. Particular difficulties result from civil war or insurrection to the extent that government control over all or part of a State is either absent or limited. Within such uncontrolled geographical areas, policies against trafficking in illicit

drugs and arms cannot be effectively implemented, and bilateral or international cooperation cannot develop. The transportation, control and monitoring of licit drugs, are difficult to implement in States in which adequate controls over licit trade in and distribution of drugs are absent.

130. As for measures to prevent the use of private transport for illicit trafficking, several groups of States have introduced successful monitoring systems. These include systems for the surveillance of small boats or pleasure craft in the Caribbean, in the South Pacific and along the Mediterranean and western European seaboard, and several schemes aimed at monitoring suspect light aircraft movement.

131. In general, the shortcomings of implementing policies to strictly control arms trafficking and its relationship to illicit drug trafficking lie in contradictory national policies and the vagaries of armed conflict, which weaken governmental control over both types of traffic, release captured weapons onto the market, and lead to the generally unsettled situations in which such activities flourish. In some cases, strict controls, even where feasible, are given less priority than commercial and other considerations.

Recommendation

132. The following recommendation is brought to the attention of the General Assembly:

States affected by the activities of illicit drug traffickers who use arms, explosive devices and violent methods to enhance their illegal activities or who act in collusion with terrorist or insurgent groups should urgently become involved in bilateral or subregional initiatives involving neighbouring States to combat such illegal activities more effectively. Such States should also make use of assistance offered by the international community in such efforts.

VIII. UNITED NATIONS DECADE AGAINST DRUG ABUSE, COVERING THE YEARS 1991-2000

133. The high priority attached by Member States to the speedy implementation of the Global Programme of Action was emphasized in the Political Declaration which accompanies the Global Programme of Action in the annex to General Assembly resolution S-17/2. In order to give expression to this sense of urgency within a time-frame for action, the Assembly, in the Political Declaration, proclaimed the period from 1991 to 2000 the United Nations Decade against Drug Abuse, to be devoted to effective and sustained national, regional and international actions to promote the implementation of the Global Programme of Action.

134. A number of the programmes and activities that have been undertaken by States since 1991 with a view to implementing the Global Programme of Action have been designed in the context of the observance of the Decade.

135. In its resolution 47/102, section I, of 16 December 1992, the General Assembly noted with appreciation the activities of UNDCP to promote and monitor the Decade under the theme "A global response to a global challenge", including the successful launching by UNDCP of the goodwill ambassadors initiative, and

invited Governments to cooperate with UNDCP in further developing that initiative. Activities of UNDCP in the framework of the Decade have included, inter alia, the organization of specific events and the convening of specialized workshops and expert group meetings, such as the Informal Expert Group Meeting on the Craving Mechanism, held at Vienna from 28 to 30 January 1992; the Workshop on Socio-economic and Political Impact of Production, Trade and Use of Illicit Narcotic Drugs, held at Vienna from 26 to 28 August 1992; and the Expert Group Meeting on Assessing Drug Abuse and on Strategies for Prevention and Reduction of Drug Abuse, held at Vienna from 16 to 18 November 1992.

136. The Executive Director of UNDCP, in a communication dispatched in February 1992 to all Governments, inquired about their plans to observe the Decade and suggested the establishment of national focal points to initiate and coordinate activities, findings and developments. Of the 46 replies received to date, 32 contain information directly relating to national focal points or coordinating committees. A recommendation that Governments establish national focal points or coordinating mechanisms for the Decade was supported by the Commission at its thirty-fifth session and by the General Assembly in its resolution 47/102, section I.

137. The activities reported by Governments to UNDCP include general intensification of action at the national level and through cooperative arrangements, issuance of ministerial statements and sponsorship of special events in connection with the annual observance of the International Day against Drug Abuse and Illicit Trafficking, and mobilization of basic community-level forces, including elements in the private sector.

Recommendations

138. The following recommendations are brought to the attention of the General Assembly:

(a) States should reaffirm their commitment to implement the mandates and recommendations contained in the Global Programme of Action and should endeavour to translate them into practical action to the widest extent possible within the time-frame of the United Nations Decade against Drug Abuse;

(b) States should enlist the support of national organizations and personalities, both public and private, and should encourage the media to publicize the objectives of the Decade and to provide extensive coverage of significant Decade-related activities;

(c) States that have not yet done so should give favourable consideration to the establishment of national focal points or coordinating committees to ensure effective concerted action by all elements involved in the promotion of the Decade;

(d) States should allocate adequate resources for the attainment of the objectives of the Decade and should consider the possibility of making voluntary contributions to the Fund of UNDCP to strengthen the impact and effectiveness of the Decade;

(e) States should provide UNDCP with timely information on activities undertaken at the national level to facilitate global reporting on progress achieved in the implementation of the Decade.

IX. RESOURCES AND STRUCTURE

139. In adopting the Global Programme of Action, the General Assembly decided that a higher priority should be accorded, within the United Nations system, to the allocation of the necessary financial, personnel and other resources for drug control activities. For the United Nations proper, the Assembly recognized the need for additional resources in the full expectation that that would be reflected in the higher priority accorded to drug control activities in the medium-term plan for the period 1992-1997 and in the corresponding biennial budgets. The Assembly also recognized that the effective implementation of the Global Programme of Action would require examination of the structure of the then existing drug control units based at Vienna with a view to enhancing their effectiveness and status in the system.

140. By its resolution 45/179, the General Assembly requested the Secretary-General to create a single drug control programme, to be called the United Nations International Drug Control Programme, and to integrate fully therein the structures and functions of the Division of Narcotic Drugs of the Secretariat, the secretariat of INCB and the United Nations Fund for Drug Abuse Control with the objective of enhancing the effectiveness and efficiency of the United Nations structure for drug abuse control. In the same resolution, the Assembly invited the Secretary-General to appoint a senior official at the level of Under-Secretary-General to execute the integration process and head the new Programme with the exclusive responsibility for coordinating and providing effective leadership for all United Nations drug control activities, in order to ensure coherence of actions within the Programme as well as coordination, complementarity of action and non-duplication of such activities across the United Nations system. In addition, the General Assembly invited the Secretary-General to ensure that adequate financial and other resources are allocated to the Programme to enable it to discharge its functions effectively.

141. The Secretary-General reported to the Assembly at its forty-sixth session on the administrative and financial arrangements that he proposed to apply to UNDCP (see A/C.5/46/23). Having considered those arrangements, together with the comments of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) thereon, the General Assembly adopted resolution 46/185 C, section XVI, of 20 December 1991, relating to the administrative and financial arrangements for UNDCP. In that resolution, the Assembly acted on the proposed financial arrangements: (a) by deciding to establish, as from 1 January 1992, under the direct authority of the Executive Director, the Fund of the United Nations International Drug Control Programme as a fund for financing the operational activities of the Programme; (b) by authorizing the Commission on Narcotic Drugs, as the principal United Nations policy-making body on drug control issues, to approve, on the basis of the proposals of the Executive Director, both the budget of the programme of the Fund and the administrative and programme support costs budget, other than expenditures borne by the regular budget of the United Nations; (c) by requesting ACABQ to submit its comments and recommendations on the administrative and programme support costs budget of UNDCP to the Commission; (d) by noting the intention of the Secretary-General to promulgate separate financial rules for the Fund of UNDCP, in accordance with the Financial Regulations of the United Nations; and (e) by deciding that the Executive Director shall maintain the accounts of the Fund and shall be responsible for submitting the accounts and related financial statements to the Board of Auditors and for submitting financial reports to the Commission and to the General Assembly. The Assembly decided, in the same resolution, to consider at a later stage of its forty-sixth session the

proposed arrangements relating to the staff of UNDCP funded from the regular budget of the United Nations. Subsequently, the Secretariat informed the Assembly, at its forty-seventh session (see A/C.5/47/44), that the structure of UNDCP could not be separated from the financial and personnel arrangements for the Programme and that those were still under review. At the same time, the Secretariat noted that the ongoing restructuring exercise might also have implications for the structure of the United Nations Office at Vienna. For those reasons, the Secretariat indicated that it proposed to submit the requested report to the Assembly at its forty-eighth session.

142. Resources available to UNDCP originate from two distinct sources: the regular budget of the United Nations, which for the biennium 1992-1993 accounts for 7 per cent (US$ 13.8 million) of total resources, and voluntary, extrabudgetary contributions, which account for 93 per cent (US$ 186.6 million) of the total. It should be noted that, in view of the fact that the "zero growth" characterizing the regular budget of the United Nations has also applied to UNDCP, the resources available to UNDCP in the programme budget for the biennium 1992-1993 did not increase. With respect to extrabudgetary resources, the cash collections made by the Programme have risen from US$ 64.5 million in 1990 to US$ 69.1 million in 1991 and US$ 72.7 million in 1992. As UNDCP had resources carried over from previous years, it has been able to increase the budget of the Fund of UNDCP from US$ 73 million in 1990 to US$ 87.8 million in 1992. At the same time, programme delivery has increased from 61.6 per cent in 1990 to 77.9 per cent in 1991 and 81.1 per cent in 1992. A very small group of donors account for more than 80 per cent of the resources contributed to the Fund. In 1991, 51 countries and EC contributed to the Fund; however, of those donors, 14 have contributed more than US$ 0.5 million a year, three have contributed more than US$ 5 million a year and only one has contributed more than US$ 15 million a year.

Recommendations

143. The following recommendations are brought to the attention of the General Assembly:

(a) The General Assembly should be invited to finalize its decisions regarding the organizational arrangements for the United Nations International Drug Control Programme, in particular with regard to arrangements relating to personnel so that it may fully carry out its role as the main focus for concerted international action for drug abuse control;

(b) States should reconfirm that the high priority given to international drug control by the General Assembly in the Global Programme of Action should be continued beyond the biennium 1992-1993 to reflect the higher priority;

(c) More States should contribute substantial voluntary financial and other resources to the Fund of the United Nations International Drug Control Programme according to their means;

(d) States that have already made substantial contributions to the Fund of the United Nations International Drug Control Programme should not only continue to do so, but should also evaluate the positive impact of increasing such contributions in order to enable the Programme to expand its operational activities, in particular the development of subregional drug control plans and programmes;

(e) States should appeal to all vital sectors of society, in particular the private sector and non-governmental organizations, in order to sustain the efforts of the United Nations International Drug Control Programme to mobilize resources;

(f) States should ensure that the governing bodies of the specialized agencies of the United Nations system accord a higher priority to their agency-specific drug control activities and that that priority is reflected in the allocation of additional resources for such activities in the programme budgets of those agencies.

Notes

1/ See Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987 (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

2/ United Nations, Treaty Series, vol. 520, No. 7515.

3/ Ibid., vol. 1019, No. 14956.

4/ Demand for and Supply of Opiates for Medical and Scientific Needs: Report of the International Narcotics Control Board for 1989 (United Nations publication, Sales No. E.89.XI.5).

5/ United Nations, Treaty Series, vol. 976, No. 14152.

6/ United Nations publication, Sales No. E.86.IV.1, chap. I, sect. D.2.